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ABSTRACT

This paper describes the experience of a large, complex school system (the Catholic Education System of the Sydney, Australia, Archdiocese) in implementing processes designed to ensure and enhance quality educational outcomes for 62,000 students. The case study details the practice and experience of working at system and school levels over a 20-year period. Specifically, the paper addresses the development and implementation of formal appraisal processes to review individuals' leadership effectiveness; strategic planning processes at both system and school levels; and the integration of system process and structures. The burgeoning of large and powerful Catholic Education Offices during the past 20 years has significantly affected almost every aspect of Catholic education in Australia. A loose network of schools is becoming centralized under the CEO, schools are chiefly administered by lay principals, and increased accountability demands are being made. Church organizations implementing strategic planning and formal accountability processes are engaging in major organizational change, with all the implications that accompany the associated cultural transformation. Ready acceptance of the new Personnel Performance and Review Process among principals and CEO staff resulted from a well-planned design phase. Included are appendices with statistical profiles and a bibliography of 29 references. (MLH)

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DEVELOPMENT AND ACCOUNTABILITY PROGRAM FOR EFFECTIVENESS OF SYSTEMIC SCHOOLS IN THE ARCHDIOCESE OF SYDNEY

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Catholic Education Office, Sydney, N.S.W.

Paper presented at the Seventh International Congress for School Effectiveness and Improvement, Melbourne, 3-6 January, 1994.

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Development and Accountability Program for Effectiveness of Systemic Schools in the Archdiocese of Sydney

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EA 025695

Running head: DEVELOPMENT AND ACCOUNTABILITY PROGRAM

ABSTRACT

Development and Accountability Program for Quality Assurance in Systemic Schools

The purpose of this paper is to document and detail a case-study, of a large and complex system of schools in action: the Catholic Education System, Archdiocese of Sydney. It is not meant to prove or disprove any theory of organisational change, appraisal, performance review or processes of leadership/school improvement and effectiveness (Beare 1989).

The case-study details the practice and experience of working both at the system and at the school levels of an organisation in a particular context of time and history and set within a specific organisational framework, all of which are detailed in the paper. The references that are used therefore, are primarily internal to the organisation because the paper describes the understandings, experience and insights of many school and system personnel over twenty years of experience, feedback, reflection, evaluation and refinement of practice.

Specifically this paper will address the development and implementation of:

1. Formal appraisal processes to review the leadership effectiveness of individuals.
2. Strategic planning processes at the system level.
3. Strategic planning processes at school level.
4. The integration of the network of system process and structures

Development and Accountability Program for Quality Assurance in Systemic Schools

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GROWTH, DEVELOPMENT AND ACCOUNTABILITY IN CATHOLIC EDUCATION

Context and History - A National Perspective

Catholic Schools have been established by the Church to support Catholic parents in providing for their children an excellent education integrated with and enlivened by the teachings, traditions, understandings and insights of the Catholic Faith.

Catholic Schools were established in Australia in about 1820, the first one being at Parramatta in the western part of Sydney. They were initially led and

staffed by lay people and funded by the Government up to the 1870s.

When under Sir Henry Parkes the first Education Reform Act was introduced and education was mandated as free, compulsory and secular, government funding was withdrawn from all non-government schools.

It was at this time that the Catholic Bishops of the day invited religious women and men from Ireland and Europe to come to Australia to lead and staff the much valued developing Catholic Education system. This meant that Catholic Schools were no longer cost free, and a loosely-coupled system of schools was built across Australia based on the efforts and financial contributions of the entire Catholic community across the country. Parents were the major financial contributors. This system of Catholic Schooling existed for well over 100 years.

While the same strong system of Catholic Education exists today with the same purpose(s) and based on the same set of enduring beliefs and values, the face and operation of the system is markedly different. In writing about the growth and change of this national loosely-coupled system, Canavan (1990), states:

> Catholic schooling in Australia during the past twenty years has been characterised by the growth of large Catholic Education Offices (CEOs). These complex organisations, and the associated National and State Catholic Education Commissions, have progressively taken control of Catholic schooling at diocesan, state and national levels (p.35).

What began as a grass roots, quite uncomplicated initiative growing out of the specific needs of Catholic parents in the early part of the last century, has

developed into a large and complex system of schools, the reasons for which could never have been foreseen. Again Canavan (1990), writes:

> The burgeoning of large and powerful Catholic Education Offices (CEOs) during the past twenty years has had a significant impact on almost every aspect of Catholic education in Australia. During this period the structure and character of Catholic schooling underwent permanent change. What had once been a loose network of self-supporting, relatively autonomous schools, under the control of parish priests and religious congregations, was gradually transformed into centralised systems that took different forms in different States (p.35).

Given the dramatic changes and the multiple external forces now operating from within and from outside each individual school as well as from within and outside the entire system of schools in the Archdiocese of Sydney, there has been a continuing development of the role of the Catholic Education Office as the leadership and management instrumentality of Catholic Education on behalf of the Archbishop.

The significance of these changes can be seen in trends identified in Appendix 1, and Canavan (1988) names as significant:

> In 1965 all principals in the Archdiocese were Religious; in 1985 about half the principals and less than ten per cent of the teachers were Religious. The CEO filled the leadership and administration vacuum left by the decline in numbers of Religious principals and teachers and the scaling down of congregational support systems (p.444).

It is within the broad context of this brief overview of 170 years of

Catholic Education nationally, that this paper now describes the experience of the Sydney Catholic Education System (the second largest of its kind in Australia) in implementing processes designed to ensure and enhance access to quality educational outcomes for the 62,000 students under its jurisdiction.

Specifically it will address the development and implementation of:

1. Formal appraisal processes to review the leadership effectiveness of individuals.
2. Strategic planning processes at the system level.
3. Strategic planning processes at school level.
4. The integration of the network of development and accountability processes and structures.

PLANNING FOR DEVELOPMENT AND ACCOUNTABILITY : INDIVIDUAL EFFECTIVENESS

Introduction

While there is much spoken of and written about Principal and Teacher Appraisal today in Australia, in the U.K. and in the U.S.A., appraisal is not a new phenomenon to accommodate our current political, industrial, educational, economic and legal environment.

Appraisal of Principals and their leadership is a long-standing phenomenon in Catholic Education. Traditionally in Australia as already indicated, schools were administered by Religious Congregations. Religious Principals therefore were responsible to their Congregational Superiors for the leadership and management of their schools. The supervision required was normally carried out by a Congregational School Supervisor who visited the

schools regularly and assisted principals with advice, support and practical help as required. This practice continued until the mid to late 1970's.

The Last Twenty Years

The decision to begin centralising and coordinating what had been previously a loose network of self-supporting, relatively independent schools, under the control of the parish priest and Religious Congregations, was to change permanently the structure and character of Catholic education in Sydney (Canavan, 1988).

A series of factors emerged in the 1970s and the 1980s which necessitated the need for significant changes in structure and in accountability procedures as well as procedures for the development and support of Principals. Some of these factors are as follows:

1. The Commonwealth and State grants to non-government schools commencing in the 1960s.
2. The gradual and continuing transition from religious to lay administration of Catholic schools commencing in 1973 in Sydney.
3. The significant development of a System of Catholic Schools, as a response to the need for management of funding, educational services and Commonwealth-funded programs, such as Disadvantaged Schools and Multicultural Education.
4. The increased accountability demands in the community, of schools to parents and schools to Governments.
5. The need to assist and encourage schools to meet the curriculum development expectations of the education system.

6. The appointment and employment of principals by the Diocesan Catholic Education Office.
7. The need for the system to demonstrate an awareness of the professional development needs of Principals.
8. The need for the system to be aware of and accountable for the demonstrated Catholicity of its schools.

Now in NSW in the 1990s, the Education Reform Act (1990) and the opportunity under the Act for non-government schools to form systems for the purposes of Registration and Accreditation has brought new requirements for accountability and development.

The above factors have shaped the rationale. From this rationale flow the key purposes of establishing a formal appraisal process for CEO staff, school Principals, other members of the School Executive and eventually classroom teachers. These purposes, as identified in the CEO's own staff appraisal policy Statement, are embedded in the belief that:

1. The system has a responsibility to provide planned opportunities for the personal and professional development of all its staff.
2. Supportive appraisal can enhance both personal and organisational morale and effectiveness.
3. An organisation requires constructive feedback for its own improvement.
4. Effective appraisal is a significant way of demonstrating accountability to the community.

A formal appraisal system was introduced into the Sydney Archdiocese in Parish Primary Schools in 1975. Table 1 indicates the progressive development, review and implementation of formal appraisal processes. The current PPPR process in place for Principals, Assistant Principals and CEO staff thus derives from almost 20 years of systematic experience in the leadership and implementation of formal appraisal processes in a large Catholic Education System. The policies and procedures of the 1990s have been developed and refined in response to the submissions, feedback and on-going evaluation particularly from Principals, as well as from Directors, Consultants, Pastors, Parents and others involved in both panel and one-to-one appraisal processes during the 1970s and 1980s.

Philosophical Underpinnings

The Christian Gospel has many important messages, foundational amongst these being the quality of care that human beings express for one another. From this underlying message of care, four values stand out markedly as hallmarks of a genuine Christian life - truth, justice, service and reconciliation. These values, authentically lived, have the power to release an energy which encourages the truth, beauty and well-being of others to emerge. Looked at in another way, these values can be regarded as gifts given to and shared with each other, in our mutual journey towards wholeness. A well-developed and effective appraisal process administered in the spirit of this Gospel, should ensure that this possibility becomes a reality. An appraisal process/event in the context of Catholic Educational Leadership then is seen as a structured

Table 1
Timeline: The Development of Appraisal Processes CEO Sydney

Year/Period	Target Group	Development Process	Appraisal Structure
1975	Primary Principals	One-to-one appraisal	Principal and Appraiser
1979	Primary Principals	External Visiting Panel	Principal and Panel
1981	Primary Principals	Consultation and review of appraisal process	. Seconded Primary Principals as Panel Chairperson . Peer Principals as panel members . Regional Consultant included as a panel member
1982-83	Secondary Principals	Consultation and review of appraisal process	
1984	Secondary Principals	First formal appraisal	Principal and Panel
1985-91	Primary and Secondary Principals	Implementation of Appraisal in accordance with established policy	Principal and Panel
1985	CEO Staff	12 month consultation, development and trialling of model	Staff member and Supervisor
1986	CEO Staff	Implementation of CEO Staff Appraisal model	Staff member and Supervisor
1989-90	Primary and Secondary Principals.	Appraisal Review Task Force and Report	Recommended one-to-one Appraisal (Principal and Regional Consultant) named as Personnel Performance, Planning and Review (PPPR)
1990-93	Primary and Secondary Principals, CEO staff	Implementation of PPPR in accordance with established policy	
1993	Assistant Principals, (Primary and Secondary)	Staged implementation of PPPR	Assistant Principal and Appraiser (Principal)

opportunity for the individuals involved - both leaders and colleagues - to share in a collaborative service. This service aims to promote a professional dialogue for the growth and well being of the individual, as well as for the community which he/she both serves and leads.

The human journey towards wholeness, combined with the pursuit of excellence in education, are undoubtedly supported and enhanced when a genuine partnership and an open dialogue are established among colleagues who share the same mission and who are developing a common vision of the enterprise established to provide quality Catholic Education.

It is in this context and spirit that the appraisal process in a Catholic Education System needs to be firstly understood, then established, implemented and evaluated.

Leadership Vision

With these philosophical underpinnings, appraisal speaks either explicitly or implicitly to leaders of a Catholic Education System about so much that is at the very heart of the Catholic educational mission.

An effective appraisal process highlights the value and dignity of each person and overtly recognises that those called to leadership positions in a Catholic School System bring with them unique gifts, talents and skills that need to be fostered for the well-being and building of the Catholic Community.

An appraisal process can be seen then, in the life of an individual, a group, an executive team or a whole staff as a valuable opportunity to:

1. Rejoice in past successes and celebrate achievements.

2. Identify emerging needs in order to respond to fresh challenges.
3. Establish plans that will ensure a firm foundation.
4. Set a clear direction for future development and increased effectiveness.

Appraisal is also a significant strategy for demonstrating accountability to the whole community whose financial resources support education and whose children are the recipients of its services.

Appraisal Within the Broad System Framework

In an organisation that is well-structured and functioning effectively, no one role operates independently or in isolation from any or all other roles. In the effective organisation there is a cohesion and wholeness which forms and informs all aspects of its structure and planning, development, implementation and evaluation processes.

In a cohesive organisation, position descriptions and related appraisal processes are embedded in, and flow out of, a planned structure which links the organisation's vision, strategic plan, goals and annual priorities to each department, team and individual.

This structure leads to the annual negotiation of an active position description which incorporates all of the above elements of the appraisal framework. This is also the organisational framework, and where the two frameworks are integrated, the appraisal system operates to its maximum potential. Figure 1 demonstrates these relationships.

Developing an Active Position Description

The development and use of an annual active role description forms the

VISION

▼

STRATEGIC PLAN
(Goals/Priorities)

▼

ARCHDIOCESAN AGENDA

▼

TEAM ACHIEVEMENT PLAN

▼

POSITION DESCRIPTION

i) Vision
ii) Goals/Priorities
iii) Archdiocesan Agenda
iv) Team Achievement Plan

APPRAISAL

▼

Term 1: Meeting No. 1 & 2
- negotiating position description
- making it active/current by ensuring relevant aspects of Nos. i) to iv) above are included for each colleague.

Term 2 & 3: A Progress Meeting : Mid-Year Review of Achievements

Term 4: Formal Performance Review:
- self review in relation to achievements and effectiveness
- formal review of year's achievements and effectiveness
- related to agreements negotiated about the position description in Term 1 and confirmed in progress meetings in Terms 2 and 3.
- development of an Action Plan for increased effectiveness.

basis of the dialogue between leader and colleague in the appraisal process. Many large organisations and some smaller ones use role descriptions for the positive reasons listed below:

1. A well-written and up-to-date position description makes an excellent starting point for the appraisal process and is essential to its success. This is especially true if the description is written in terms of what the colleague is to achieve on the job. When the colleague understands the position description at the beginning of the appraisal period, and refers to it from time to time in progress meetings during the appraisal period, then it's a logical tool for evaluation of achievement.
2. When a colleague participates in the drafting of a position description for a newly created position, or the updating of an existing one, that colleague gets involved, becomes more personally knowledgeable about the job and develops a greater commitment to the job and the organisation.
3. Developing an annual active position description at the beginning of each appraisal cycle provides the opportunity for both colleague and leader to ensure that all elements of the appraisal framework are identified, articulated and included in the year's plan for achievement.

Some Characteristics of Effective Appraisal

For a formalised system of appraisal to be effective in any school or organisation and therefore beneficial for colleagues, leaders and the organisation itself, there are some essential underpinnings in attitude and behaviour that need to characterise both the organisation's stance and the

implementation of the process by those who have this responsibility at each level in the organisation. These key characteristics include leadership of a visionary nature; value placed on establishing goals/priorities; courage in setting standards; expectation of effectiveness; commitment of leaders; compassion for colleagues; time for the process; honesty in dialogue; affirmation of achievements and sensitivity in feedback.

Implementing an effective appraisal system requires school and system leaders to be serious about and committed to many aspects of organisational life, much of which is set out in some of the previous sections of this paper. In particular, leaders in the appraisal partnership/relationship have specific responsibilities to:

1. Meet organisational needs.
2. Fully utilise resources, financial, physical and human.
3. Develop job/position knowledge.
4. Enhance the effectiveness and skills of colleagues.
5. Facilitate job satisfaction for colleagues.

These responsibilities require of leaders (i.e. those who have responsibility for teams in the organisation and therefore who appraise others) to plan for, to program, and to be committed to a system of performance review which is organisationally healthy, growth promoting for individuals, focussed on achievement and outcomes and cohesively integrated into the organisational framework and structures.

Benefits and Outcomes of Effective Appraisal

Support by leaders in systems and organisations including schools, about

the value, benefits and outcomes of developing, implementing and persevering with an appraisal system, is not universal. However, after three years of implementation of PPPR with Principals, CEO staff and some Assistant Principals, there is substantial support for the process and clear identification of benefits by both appraisers and appraisees. This experience has identified effective appraisal in the Sydney Archdiocesan school system as a process which:

1. Challenges leaders to gather facts. It is easy to make assessments and judgements on hearsay, perceptions and superficial "data"; taking time to listen, to hear both sides, to gather evidence, to reserve judgement until facts are known is basic to professional leadership.
2. Eliminates unwarranted inequalities. Every member of staff in this process is given the same opportunity for dialogue, feedback, and assistance.
3. Challenges leaders to appraise their people. Appraisal brings some rigour and professionalism into the leadership functions of staff development and review.
4. Promotes fairness and impartiality. Because the appraisal system focuses on achievements and effectiveness grounded in evidence, the notions of 'like' and 'dislike', personality attractiveness or personal bias are minimised.
5. Prompts more careful scrutiny of positions. To appraise effectively, the leader must know the colleague's role and where it

fits into the organisational scheme of things.

6. Helps clarify organisational matching between personnel and positions. Appraisal is a time for analysing individual and organisational needs and strengths in order to make the most appropriate match of both.

7. Stimulates personal development. As the system of appraisal genuinely encourages dialogue, then the colleague has a key role in contributing to self-analysis, role analysis, personal and organisational effectiveness, as well as to the identification of the needs of both.

8. Develops confidence in management. Where an appraisal system is working well with adequate time, dialogue and satisfaction built in, a colleague ascribes much more credibility, and hence authority, to the particular leader and/or the leadership of the whole organisation.

9. Promotes systematic dialogue about professional matters. Three key words here are: systematic, dialogue and professional. The maximum benefit of an appraisal system is only achieved when these three concepts are taken seriously by the leadership team of the organisation.

10. Enhances leader/colleague co-operation and collegiality. Where leader and colleague enter into a genuine supportive and developmental relationship as a result of a formal appraisal

system, the levels of ownership and personal motivation in doing the best job possible are most often the result.

11. Enhances organisational morale. Personal, individual well-being and job satisfaction contribute greatly to the healthy climate and positive morale of the total operation.

12. Indicates to colleagues "we think you are worth the time". It is most important that everyone in the organisation including the cleaner and the wordprocessor feels that he/she is important in the eyes of at least the immediate supervisor and ideally the Principal/Director. Giving people time to talk about their job, their successes, their needs, their concerns, as well as their perceptions of the organisation, is a powerful way to say: "you are important to us in this organisation".

13. May form a basis for salary adjustments. Where salaries are fixed by Awards or by Agreements, this will not be relevant. In other cases it will be, and in these cases, formal appraisal data is very helpful in such decision-making.

14. Is an intelligent basis for promotion. Systematic appraisal and the data that it identifies in terms of the colleague's effectiveness, strengths, skills and areas for development are not only an intelligent basis for promotion, but probably the *only* basis for promotion, in that a sound (or otherwise) track record is established at one level of operation which presumably is a firm stepping stone to the next level or above.

Appraisal in CEO Sydney : Operational Process and Procedures

Sydney CEO's appraisal process is known as Personnel Performance Planning and Review (PPPR). In 1991, Sydney CEO began implementing the same model of appraisal for school Principals as had been progressively implemented into the Catholic Education Office itself for 160 CEO Staff since 1986.

The details of this annual one-to-one appraisal process as it currently operates with school Principals and Assistant Principals are set out in the following paragraphs.

Aims of PPPR

The aim of PPPR is twofold : (a) to enhance the skills and effectiveness of executive staff in schools as individual leaders and as leadership teams, and (b) to provide a forum for constructive feedback about performance and achievement. It therefore has two aspects : development and accountability.

PPPR is an appraisal process enabling those holding promotions positions in Catholic Schools to develop themselves professionally through an annual process of goal-setting and reflection on performance in a collegial context (leader and colleague as partners). It attempts to do this by providing formal strategies which assist school executive staff to :

1. Analyse their roles in the light of the Archdiocesan Vision Statement and the Strategic Plan.
2. Clarify expectations of their roles with a designated leader.
3. Set clear goals for the joint evaluation of their performance.
4. Review their performance against the previously stated goals.

5. Acknowledge and affirm their achievements and establish goals for future development.
6. Have a structured process through which they receive constructive feedback on how to enhance their personal and professional effectiveness.
7. Plan their professional development for the better performance of the role.

Steps Comprising the PPPR Process

PPPR is greatly facilitated when staff have active and specific role descriptions relevant to the school's current needs and direction and follow a systematic step-by-step process. Table 2 overviews the sequence of steps comprising the Archdiocesan Appraisal Process.

There is an annual system-wide evaluation of the appraisal process as experienced through PPPR. School personnel contribute to this evaluation by providing feedback on how the process worked for them. This is done by means of an evaluation pro-forma and leads to review and modification of the process and published documenation.

At the conclusion of the first formal interview each year the leader and colleague complete a *"Record of Planning Interview"*. This document is retained by the school with copies to the colleague and in the case of the Principals, the Regional Consultant.

At the conclusion of the final interview for the year, the document, *"Record of Final Interview"* is completed by the leader, its contents appropriately negotiated with the colleague, and copies of the agreed

document made available to the colleague and the Regional Consultant.

Table 2

Steps Comprising the Personnel Performance, Planning and Review Process

Step 1 - Planning Interview: Leader and colleague discuss the role, develop an annual active role description and identify priorities for the coming year. They negotiate the PPPR goals for the year and set up a realistic Action Plan comprising tasks and strategies to achieve the goals.
Step 2 - Implementation: The colleague begins implementing the Action Plan. Leader and colleague check in regularly with each other regarding progress and/or problems. These will be both informal and formal discussions about progress throughout the year.
Step 3 - Mid-Year Interview: This formal check-in interview enables leader and colleague to monitor progress towards achieving goals and to reassess the Action Plan if necessary in the light of other impacting issues.
Step 4 - Final (Appraisal) Interview: In this third formal interview the established/agreed role description is reviewed, achievements are acknowledged and affirmation is given. Any areas needing further development are recorded and will be discussed as possible goals in the Planning Interview for the following year.

Staged Implementation of PPPR with All School Personnel

During 1993, all Principals and some Assistant Principals undertook the PPPR process. In 1994, it will be extended to core executive staff to include Principal, Assistant Principal and Religious Education Co-ordinator. In 1995 all teachers holding the position of Coordinator will begin being involved in the process with the School Executive.

The Regional Consultant (leader) works with the Principal (colleague) in the process. The Principal works with the Assistant Principal and REC in their reviews. The Principal may work with the Co-ordinator(s) or may decide to delegate this responsibility to, or share it with, the Assistant Principal.

Although the process as described refers to school personnel, it operates annually for all CEO Staff and includes the Executive Director as well as Regional and Central Directors.

The Role of the Regional Consultant in PPPR

The Regional Consultant (in other systems titled cluster Director or Area Administrator) is responsible to the Executive Director of Schools for the effective implementation of the system procedures and processes for development and accountability.

The Consultant works with the Principal in constructing his/her Action Plan to address the agreed priority areas for development in a particular year. The Consultant and Principal provide input to the PPPR process from other system development and accountability processes, including School Review and Development (SRD) and the Contract Renewal Process (CRP). These

further sharpen the PPPR goal setting exercise and contribute to the validity of the Action Plan.

Through this collegial partnership the Consultant provides a model of good practice for the Principal to use in appraising the Assistant Principal and other staff.

Resources

The best resource in facilitating PPPR in schools is the Regional Consultant who is experienced in the process. He/she assists with the development of active role descriptions, goal setting, and evaluation.

There are commercially produced videos and an in-house video on PPPR specially produced during 1992 by the CEO to assist in implementing the process. While there is no direct cost for materials, apart from minimal photocopying of relevant pro-formas, some Principals/staff may need specific professional development opportunities, (with resultant implications for release/relief and course fees), to achieve their goals and improve performance.

Time costs for a school include the initial training session(s), probably after school, as well as time scheduled for the three formal interviews, together with regular informal progress check-ins.

PLANNING FOR DEVELOPMENT AND ACCOUNTABILITY: CEO ARCHDIOCESE OF SYDNEY - SYSTEM EFFECTIVENESS

The Context for System Wide Strategic Planning

CEOs since the late 1960s have been required to develop appropriate organisational arrangements which met the imperatives of serving schools'

needs and at the same time negotiating with government instrumentalities unwilling and unable to deal with individual schools. Change, transition, growth, government funding arrangements and the decisions by families to enrol approximately 600,000 students in Catholic schools around Australia has heightened the need for CEOs and schools to be clear and committed to their values, vision, purposes and goals and structures to achieve their mission and goals.

Miles (1993), in reflecting on forty years of change in schools, claims that

> "... a legitimated list of markers or criteria for a desired state of organisational being - a vision, in current parlance - is a crucial element of any deliberate change strategy". (p.224).

It is within this broad context that Sydney CEO has, since 1986, positioned itself to engage in purposeful strategic planning, modelling support and service delivery to schools which is vision-driven and supported within a framework of agreed goals, priorities, and organisational practices. Table 3 outlines the development since 1986 of strategic planning processes at SACS Board, CEO and school level.

Development of Current Organisation Structures

In 1986 the Sydney Archdiocesan Catholic Schools (SACS) Board established a working party to review roles, services, structures and goals of the Sydney CEO. Canavan (1986) in his study of the perceptions and expectations of 256 Principals in the Archdiocese of Sydney, identified that while CEO services were valued by the majority of Principals, and the broad role of the CEO was widely accepted, there was concern expressed about the

Table 3
Archdiocesan Timeline - Developing Strategic Planning Processes 1986-1994

YEAR	DEVELOPMENT	COMMENT
1986	Review of the Catholic Education Office Sydney (Review Process)	Revealed need for strategic plan underpinned by a common vision
1987	Appointment of Br. Kelvin Canavan as Executive Director of Schools	Commenced implementation of 1986 Review recommendations
1987	Restructuring of the SACS Board and CEO Sydney	Integrated policy development and policy implementation
1988	Publication of Vision Statement	Developed by SACS Board
1989	Consultations with Principals (Process)	Named issues comprising the Archdiocesan strategic plan
1990	Publication and implementation of Reshaping our Catholic Schools for the 21st Century	Archdiocesan strategic plan - challenges and response
1989/90	Appraisal Review Task Force Report (Review Process)	Major review of appraisal processes recommended: * development of a review process for schools * one-to-one appraisal process
1991/92	Whole School Review (Process)	School development process piloted in sample of Primary and Secondary schools
1992	The Registration and Accreditation of Systemic Schools in the Archdiocese of Sydney: Submission to the Board of Studies August 1992 (Document)	Named three processes to monitor compliance with the Education Reform Act (1990) * Personnel Performance Planning and Review (appraisal process) * School Review and Development * Educational Audit (focus on legislated curriculum and buildings/facilities provision)
1993	Development of Manual for School Review and Development including the Educational Audit in Systemic Primary and Secondary Schools of the Archdiocese of Sydney	Developed in consultation with Principals to support school-based strategic planning and goal implementation
1994	Implementation - School Review & Development (Process)	Primary and Secondary Schools

growing influence of the CEO, and role conflict and ambiguity amongst its professional staff.

The working party included amongst its recommendations:

1. Restructuring of both the SACS Board and the CEO to link policy development with its implementation, achieved through a measure of cross-membership of the SACS Board and CEO leadership (Executive Director of Schools and Regional and Central Directors), together with community representation.
2. The development of a strategic plan for the Archdiocesan system of parish primary and regional secondary schools underpinned by a common Gospel-oriented vision.

It is the implementation of the 1986 working party's recommendations which has given shape to the planning processes currently institutionalised in the operations of the Sydney CEO.

Today, the SACS Board provides, on behalf of the Archbishop, leadership and direction for schools and as such is the policy/decision making body. The Board's work is supported by four committees, with community representation. The Sydney CEO implements the policies and directions of the SACS Board and is the administrative arm of the SACS Board.

Current Strategic Planning Practices

The immediate and longer term operations of the Sydney CEO are shaped by a mix of five interdependent strategic planning elements as detailed in Figure 1 and Table 4. This planning mix provides for the integration and

focus of all activity around the key purposes of the organisation. As such, the planning mix describes a blueprint for service delivery within the system. The performance and effectiveness of individuals on the blueprint is taken up by the organisation's appraisal process. Table 4 overviews each planning process, and details the purposes and substance of each process.

The planning mix ensures that the CEO's leadership, management and administrative functions and policy implementation are vision driven and directed towards making that vision a reality. Equally, the planning structures provide assurance to CEO staff that their day-to-day work, as named in position descriptions, is focused on clearly defined tasks and strategies flowing out of Team Achievement Plans shaped by and within the organisation's vision. The Vision Statement and Strategic Plan give shape to policy development by the SACS Board and the assurance to Principals and school communities that the system has a clear long and short term planning strategy.

PLANNING FOR DEVELOPMENT AND ACCOUNTABILITY : SCHOOL EFFECTIVENESS

School Development Change and Culture

While there is no definite blueprint for school improvement, the 1980s have witnessed the growth of a substantial knowledge base in the linked fields of school effectiveness and school development. Ramsey and Clark (1990), Egan (1985), Marsh (1990), Owens (1987), Fullan (1991), Baker and Proudfoot (1989), Purkey and Smith (1982) attest to the potency of school based development processes which focus on clarifying foundational values,

Table 4
Sydney CEO Strategic Planning Process

Development and Accountability Progrla

	PURPOSES	SUBSTANTIVE CONTENT	COMMENTS
VISION: Catholic Schools: a Vision Statement for the Archdiocese of Sydney	The SACS Board has developed this statement to: * clarify the mission of today's Catholic school * express a set of foundation beliefs and values on which it will base its decisions and recommendations * provide schools with a document that will stimulate reflection and discussion, as well as reinforcing work already done on mission and vision statements by individual schools	FOUNDATIONAL BELIEFS: The authentic Catholic School: * is founded on the person of Jesus Christ and is enlivened by Gospel values. * highlights the relevance of our faith to life and contemporary culture * is embedded within the community of believers, and shares in the evangelising mission of the Church. * is committed to the development of the whole person	* Central to the operation of the SACS Board, CEO and schools; * Names commitments flowing from each belief * schools invited to examine practices
STRATEGIC PLAN: Reshaping our Catholic Schools for the 21st Century	* outlines a comprehensive program of development for parish primary and regional secondary schools * provides the basis for SACS Board priorities * names challenges and responses	Challenges: Catholic schools in the year 2000 will be the product of the 1990s, and will reflect responses to five critical factors which are shaping the future of Catholic schooling in the Archdiocese of Sydney. These factors, which are now major challenges for Catholic schools, are: * Increasing government influence * Centralisation of Catholic schooling * Funding by governments and parents * Religious education in a secular society * Curriculum in a multicultural society These challenges will be addressed in the **context** of the NSW Education Reform Act (1990), the Board of Studies Curriculum Requirements for NSW Schools (1991), and the goals and priorities of individual schools. Priorities/Response: * Offering an up-to-date, dynamic **curriculum** which employs effective teaching methods in addressing a broad range of learning abilities. * Providing a **Religious Education** program that is relevant and meaningful and which embraces core Catholic beliefs and values. * Incorporating methods of **assessment and evaluation** designed to improve the quality of both teaching and learning.	* provides the framework for CEO organisational structures * provides the basis for detailed goal setting by CEO teams and school communities

PURPOSES		SUBSTANTIVE CONTENT		COMMENTS	
		• Implementing structures to involve **parents** in decision-making and in the life of the school. • Involving parish **clergy** as key members of the school community. • Ensuring that **costs** are effectively managed so that no Catholic child is denied Catholic schooling for purely financial reasons.			
ROLLING TRIENNIUM PLAN:					
Sydney Archdiocesan Catholic Schools Board and Catholic Education Office, Sydney Archdiocesan Agenda 1994-1996	• overviews a **3 year** Archdiocesan blueprint for each of the following: - Religious Education & Curriculum - Human Resources - Financial Services - New Schools and Rationalisation Office of the Executive Director - of Schools	• detailed targets for each team		• Agenda attempts to respond to the needs of students, parents, clergy, teachers, ancillary staff and principals. • Agenda develops through discussion with four SACS Board Committees, with input from CEO Staff and Principals	
TEAM ANNUAL PLANS:					
CEO Achievement Plans	• each team's **annual** plan • clarifies each team's priorities drawn from the Archdiocesan Agenda	• states goals to be achieved • names strategies to be adopted in the achievement of Archdiocesan targets/goals • references the relevant policy discussion(s)		• pre-supposes on-going "maintenance" functions (eg, salaries) which are not listed in the document • reflects the readiness of systemic schools to embrace quality development opportunities • based on sound principles of organisational change • allows for detailed planning	
DEFINING ROLES AND SERVICE DELIVERY:					
Position Descriptions	• shaped to ensure the work of each team member is directed towards the meeting of the team's annual Achievement Plan • provide basis for performance review	• outcomes based and states: - basic role purpose - key accountabilities - specific tasks/strategies to meet accountabilities		• negotiated between team member and supervisor annually to reflect team Achievement Plan	

purposes and strategic planning.

In the life of any social group, as time passes, social and economic circumstances change and technology advances. Such changes have an impact on the constituent groups of a school community. Working knowledge, skills and resources needed to live and work evolve. New expectations, new patterns of need and new challenges surface and accordingly aims and goals are defined, and re-defined, with the passage of both time and achievement. In human affairs, time, change, challenge, mission and goals interweave to form a complex milieu which shapes the context, experience and direction of the modern school. In the effectively operating school, aims and goals, the "strategic plan", are not linked to abstract philosophic ideals, but to the factors which control the flow of energy within the school, i.e. to identified needs, lived values, and the story of the people, past and present, who comprise the school community. Improvement programs resulting in planned organisational change, to be effective, are therefore deliberate, continuous efforts to address how the institution diagnoses its situation and the decisions it makes within its influence. Importantly, therefore, such processes address both the rational and a-rational dimensions of organisational life which give shape to both the "culture" of the organisation and its direction. Accordingly, many school development models engage processes which develop strategic planning in the context of the organisational culture. Purkey and Smith (1982) support this approach to school development when they state:

> We have argued that an academically effective school is distinguished by its culture: a structure, process and climate of

> values and norms that channel staff and students in the direction of successful teaching and learning ... and, the logic of the cultural model is such that it points to increasing the organisational effectiveness of a school (p.68).

Flynn (1992) describes culture in sociological and educational terms as that which captures subtle, largely unconscious forces which give the distinctive identity to a group:

> The culture of a Catholic school expresses core beliefs, values, traditions, symbols and patterns of behaviour which help to shape the lives of students, teachers and parents. In short, culture 'the way we do things around here' (p.39).

Bates (1986) argues that culture is constructed and reconstructed by the school community:

> Culture is constructed and reconstructed continuously through the efforts of individuals to learn, master and take part in collective life (p.10).

Accordingly, school development initiatives which have as a central premiss the shaping and strengthening of cultural norms are (potentially) powerful and significant processes.

System-Sponsored School Development

School development models adopted by several Catholic education systems in Dioceses around Australia have in common, processes which explore organisational culture and develop planning consistent with such culture. CEOs, in partnership with schools, are working with such

development processes and broadening the body of practice and experience both at school and system level. Schools working with various school development initiatives engage processes focusing on reflective practice, evaluation, renewal and planning with enhanced effectiveness of teaching and learning, together with accountability, as desired outcomes. Systems are broadening the knowledge base in the school development field as they progressively develop enhanced understandings of conceptual models, policy, operational procedures, and resources to assist schools with their development initiatives. Both schools and their supporting systems are exploring avenues in integrating the developmental outcomes at school level with accountability to students, families, system, church, the wider community and governments, both state and commonwealth.

Philosophical Underpinnings

In the Archdiocese of Sydney, the Catholic Education Office is implementing School Review and Development (SRD) in primary and secondary schools after research, trialling and consultation with school Principals spanning the past five years. SRD is one of a network of system processes designed to assist school communities to enhance effective leadership and the quality of teaching and learning in the context of the vision for Archdiocesan schools, and is a cultural model of school development. SRD has as its basis commitment to the belief, expressed by the Congregation for Catholic Education (Rome), that

> ... (the Catholic school) ... must fulfil its own educational goals by blending human culture with the message of salvation into a co-ordinated

> program; ... (and) ... needs to have a set of educational goals which are 'distinctive' in the sense that the school has a specific objective in mind, and all of the goals are related to this objective (p.81).

SRD is a mechanism whereby systemic schools demonstrate their distinctively Catholic educational focus which explicitly integrates:

1. Fidelity to the gospel as proclaimed by the Church, thereby sharing in the evangelising mission of the Church.
2. The rigorous pursuit of sound teaching and effective learning respectful of local culture and circumstances, supported by strong school leadership and efficient organisation and management practices.

Accordingly, the processes comprising SRD and incorporated in each school's cycle of development derived from the overarching vision of the CEO and guidelines for its implementation as expressed in the organisation's key documents.

History: SRD

The decision to implement SRD progressively into the schools' cycle of planning between 1993 and 1998 was taken in response to a number of factors, both from within, and external to the system. The following amongst these factors are significant:

1. The call by the Catholic Church for the Catholic school to fulfil its own educational goals with fidelity to the mission of the Church.
2. Modelling by the CEO of operations focused on a strategic plan underpinned by a vision statement.

3. An increasingly laicised leadership and teaching service as the numbers of religious decline in Catholic schools.
4. A perception that Catholic schools are becoming the central focus of Church life for many Catholics, students and families alike.
5. Parental and community expectations about educational standards and outcomes.
6. A community increasingly well informed about choice, quality and values in available educational options.
7. A more competitively oriented and promoted public education sector offering a widening choice of options, deriving in part from the Scott Report (1990).
8. A leadership and management literature increasingly focused on mission, goals, quality and service.
9. Legislative requirements/accountabilities and the decision by the SACS Board to take up the option under legislation to form a system for the purposes of Registration and Accreditation of systemic schools.
10. Award restructuring outcomes 1989/90, specifying the implementation of school development processes.

The context for the development of SRD, therefore, was one in which governments were legislating to ensure that young people in all schools in the community are provided with the best educational opportunities. Access, participation, achievement and equity are also very much in accord with Catholic religious heritage and the invitation and challenge to change, issued

by the Catholic Church initially at the time of the Second Vatican Council (1962 - 1965). The call to renewal, is itself, indicative of growth occurring within the broad Catholic community.

It is significant to note here that CEO Sydney took the 12 months of 1993 to design the SRD program. The design process, involving Principals, school and CEO staff, allowed for the planned and purposeful development of the processes comprising SRD to ensure their practicality, relevance to the Catholic school community, acceptance and usefulness. The system's development timeline for this network of processes over the past several years is of significance in reviewing the deliberate and planned-for integration by the Sydney CEO, in consultation with Principals and other school community groups, of development and accountability processes at both CEO and school levels. Table 3 again highlights the major stages in the shaping of processes consistent with meeting the challenge to name goals which are authentically Catholic, to examine organisational structures and build community across the Archdiocesan system of schools.

Clarification of roles, responsibilities, resources, policy issues and operational details was also significant in the SRD design process, with CEO Directors and school Principals committed to comprehensive planning of both the substance and processes of SRD prior to implementation at school level in 1994. The commitment by the CEO to detailed collaborative planning with Principals for twelve months is seen as instrumental in establishing a climate of readiness amongst Principals to implement SRD in schools.

Of particular significance in establishing this climate of readiness was the

planning by the CEO, in response to Principals' feedback, of resource allocation to support each school's SRD program. Huberman and Miles (1984), and Fullan (1982) name funding and central office support as crucial in the effective implementation of large scale change innovations. Sydney CEO, in implementing SRD, has budgeted to provide a mix of resources to support participating schools, including:-

1. CEO facilitators and consultancy support.
2. Contracted external facilitators/consultants.
3. Additional funding to schools.
4. Release time to support school personnel engaged in the leadership and management of the school's SRD program.
5. A broad range of processes, review instruments, print materials and presentation/facilitation resources based on the technology of participation.
6. Educators with identified curriculum expertise to assist with the Educational Audit process.
7. An Education Officer to coordinate the Archdiocesan SRD program.

This resource mix provides additional support to each school across a range of fronts as the staff works with the SRD program and implements its Strategic Plan.

Substance: SRD

The effective Catholic school is perceived as one with the focus on

students and which plans for and achieves the goals it sets for itself. Through SRD, each school community seeks to articulate its goals within the context of its stated mission. The process is developmental, consultative, participatory, strategic, school-based and managed, values-driven and affirming. Just as PPPR does at the individual level, SRD at the school level focuses on the educative mission of the school, celebrates achievements and successes, identifies challenges and constraints, proposes future directions and results in action through implementation. Outcomes reflect both the unique context, needs and aspirations of each local school community, together with the Catholic Church's vision for its schools. Hence, each school community reflects on its interpretation of the Christian mission as expressed in the Gospel, and evaluates its performance and structures to ensure consistency between espoused and lived values.

The SRD program comprises a set of processes which enables each school community to reach consensus on key purposes, values and beliefs, the key issues it faces, and to implement an agreed-upon set of goals to address such issues, all within the context of the evangelising mission of the Church. All groups comprising the school community can contribute significantly to school development, and are provided with opportunities to participate in meaningful ways. Quality review instruments and processes engage the school community groups and gather perceptions, expectations and needs with each group, naming action recommendations around key issues.

Accordingly, SRD shapes the school's own agenda in the context of the Sydney Archdiocesan vision for Catholic schools, and therefore it is expected

that the Principal leads the SRD program in the school. Not withstanding the above, the Principal is required to incorporate recommendations of the System Educational Audit (that process which monitors the school's compliance with the Educational Reform Act (1990)) in the School's Development Plan during SRD and ensure their implementation.

In summary, through participation in SRD, each school:

1. Articulates its mission - foundational values, beliefs and purposes.
2. Celebrates achievements.
3. Names issues of significance.
4. Reviews organisational structures and functioning.
5. Engages in strategic planning.
6. Implements plans.

Table 5 names the five key processes comprising the SRD program and overviews the substance and expected outcomes of each.

Outcomes: SRD

Each school's experience of SRD will vary according to a wide range of variables operating within that community. The outcomes of each school's SRD program will be unique to each school, based on the school's recent history and data generated by the Review process. Significantly, SRD does not pre-suppose a definitive range of issues but rather assists the school community to name issues of significance for the community which form the basis of long and short term planning.

It is expected that as a result of the school's on-going planning and development initiatives, together with the undertaking of SRD, each school

Table 5
School Review and Development Process and Outcomes

PROCESS	SUBSTANCE (SCHOOL)	EXPECTED OUTCOMES
1. Planning for SRD and Program Initiation	* Principal raising school community awareness of the nature and benefits of SRD * Determining time-line, duration , resources * Establishing structures to support SRD * Communication with school community	* Establishing a climate of readiness and acceptance for SRD amongst the school community * Initiation of SRD at school level
2. Clarifying Mission	* Explores story, myths, legends, heroes, purposes, values, core beliefs	* A statement of mission, including: - Core beliefs and values held - Statements of purpose - Commitments agreed by the school community
3. The Review and School Development Plan	* The school reviews it educational endeavours in terms of perceptions, expectations and needs for each school community group * Focus identified * Aims and goals written for key issues	* School's Development Plan - a 3-4 year strategic plan
4. The Educational Audit	* Monitors each school's compliance with with the Educational Reform Act (1990), specifically:- - Registration and accreditation requirements - System priorities expressed in SACS Board Vision Statement and Reshaping our Catholic Schools for the 21st Century Strategic Plan	* The system's analysis of each school's curriculum, facilities and their appropriateness * Recommendations re each school's compliance or non-compliance with the Education Reform Act (1990) * Audit recommendations carried forward into PPPR and other SRD processes for implementation
5. Implementation of the School's Development Plan	* Names annual priorities within the school's Development Plan * Reviews existing structures and establishes as required new structures to implement agreed priorities * Identifies and provides for resources to facilitate implementation of priorities	* Action in agreed priority areas * Participatory implementation of school's priorities * Broadened knowledge base in participatory implemention processes * Enhanced confidence of the school community in the school's capacity to act on agreed priorities

community to varying degrees, would:

1. Be clear in its understanding of the role of its school in the evangelising mission of the Church.
2. Celebrate its story, success and achievements.
3. Have an enhanced understanding of and commitment to the pursuit of effective Catholic education in the local context, including commitment to quality outcomes for students.
4. Name, own and support the purposes and direction of the school.
5. Acquire skills in reflective learning and strategic planning on identified and agreed priorities.
6. Have enhanced leadership competencies.
7. Take control of its own agenda, that of the Catholic Church as expressed in its major educational documents, and the emerging national educational agenda.
8. Be better placed to deal effectively with agenda imposed by outside agencies, including the Board of Studies, together with other issues which reflect the social, cultural and economic context.
9. Be confident in promoting the school as one which focuses on quality teaching and learning.
10. Experience an authentic partnership as all work together on agree priorities.
11. Have available for the CEO clear documentation in support of accountability.

The school's Development Plan, deriving from SRD, provides a major platform for the further development of the Principal's leadership competencies. The integration of the school's goals into the Principal's performance review planning clearly forms the linkage between school-based planning, leadership development, performance and accountability. Accordingly, SRD, in its design and integration with the CEO's appraisal process of PPPR, provide the framework for both quality and performance. These linkages will now be explored more specifically.

LINKING THE PROCESSES

The overall objective is to integrate all aspects of anticipated development: personal and professional, school and system, into one cohesive whole. This is a goal that is both exciting and challenging. In working towards achieving this goal, there will be progressive elimination of much of the frustration and criticism that is very often expressed about the fragmentation and add-on approach that packed and competing agendas tend to generate in schools and education systems.

The system processes (PPPR, SRD including the System Educational Audit) form a development and accountability network which satisfies the Registration and Accreditation requirements of the Board of Studies. Even more importantly, it offers an overall planning and development structure for schools within the Archdiocesan system to take forward the school and system vision and agenda. The outcomes of each process serve and inform each other process in the network, ensuring no duplication or overlap in purpose or

substance. Each individual and the organisation as a whole knows and understands what each process is designed to do and how the outcomes serve the best interests of both.

Specifically, PPPR assists schools in the effective implementation of school development plans arising out of the SRD process. Action Plans for PPPR will also be influenced by the outcomes of the Educational Audit (the system's Education Reform Act compliance monitoring process) which helps schools evaluate their curriculum and facilities, and demonstrate their compliance with Registration and Accreditation requirements, and their accountability to the Catholic community. PPPR also takes into account recommendations from the last appraisal, or the Principal's Development Plan arising from CRP, itself influenced by the cumulative data flowing from each annual PPPR process during the life of the contract or appointment period.

The major aim of all the system processes is the improvement of teaching and learning in the context of the developing Faith of the students in Catholic Schools.

LEARNINGS

The challenge taken up by the Sydney Catholic School system to link development and accountability processes for quality assurance across the system has delivered significant learnings for system leadership in the planning for and implementation of such processes. Canavan (1993) observed:

> "Catholic organisations do not have a tradition of strategic planning..... The language of strategic planning - including

goals, outcomes, accountabilities, performance, indicators, appraisals and reviewing - causes difficulty for some personnel working in Church organisations." (p.502)

Clearly, Church organisations implementing strategic planning and (formal) accountability processes are engaging in major organisational change with all the implications that go with the associated cultural transformation (Huberman and Miles, 1984; Fullan 1982). The Sydney Catholic School System has a 20 year history in performance appraisal and a 10 year experience in implementing and working with a particular strategic planning process at CEO level. In taking the next step and negotiating implementation of SRD, together with the integration of SRD outcomes into the Principal's appraisal process, Sydney CEO is drawing upon this bank of practical experience in managing both the tasks and the people issues in introducing a system process which results in significant school level organisational change.

The readying for the implementation of SRD across the Archdiocesan system of schools provides a window to view how Sydney CEO approaches major organisational change. The CEO leadership team, in drawing on its experience with CEO and Principal appraisal, structured to support both the design and implementation phases of SRD. The ready acceptance and smooth operation of PPPR amongst Principals and CEO staff, together with the high take up rate of SRD processes by 29 of 156 Principals in 1994, affirms a deliberate, planned and participatory design phase, continual review and evaluation and appropriate modification. Specifically, several lessons stand out as being instrumental in successfully negotiating corporate acceptance and

implementation of key development and accountability processes:

1. Identification and articulation of the need for such processes supported by research, review and consultation processes over time.
2. Commitment by the senior leadership team to a planned, structured and time-constrained process design phase incorporating:
   - clarification of the purposes of each process;
   - the development of a conceptual model naming and linking the various processes;
   - negotiation of operational procedures, roles and responsibilities with stakeholder groups;
   - clarification and publication of policy;
   - identification of any structural re-orientation required to implement the processes;
   - resource allocation (school and CEO level) required to implement the processes, including personnel, funding, print materials, facilitation processes.
3. Commitment to a participatory design phase involving all stakeholder groups - Principals, the CEO Team of Directors and CEO staff involved in implementing the processes.
4. Establishment of structures which support positive working relationships and appropriate information flow between process developers, CEO decision-makers, CEO field personnel and

Principals.

5. The modelling of development and accountability processes at CEO level.

6. Comprehensive trialling of models and processes at CEO and school levels.

CONCLUSION

The Australian report Quality of Education in Australia (Karmel, 1985) acknowledged the difficulties in defining and measuring quality of education as follows:

> The Committee has interpreted the "quality of education" as depending on the character of the set of elements that make up the education system. In any given situation some of these elements may be of high quality and some of low quality. The overall rating of an education system thus depends on the rates given to the individual elements and the weighting (value) attached to them. Thus the "quality of Australian Education" depends on the selection of relevant elements, the assessment of the character of these elements and the weighting given to their relative importance. The assessment of quality of education is thus complex and value laden. There is no simple uni-dimensional measure of quality. In the same way as the definition of what constitutes high quality education is multi-dimensional, so there is no simple prescription of the ingredients necessary to achieve high quality education. Many

> factors interact - students and their backgrounds; staff and their skills; schools and their structure and ethos; curricula; and societal expectations. (Paragraph 1.12).

Whilst acknowledging that there is no accepted definition of quality amongst educators or the wider community, the imperative to develop and improve educational opportunities and outcomes for students remains. The Catholic Education Office Sydney is addressing issues of quality through active support for the development of teaching practice, together with the mix of development and accountability processes overviewed in this paper. The processes range across the diverse dimensions comprising Catholic education and include aspects of organisational functioning, the expectations of various groups comprising the educational community, and the performance of those charged with the responsibility for educating young people in Catholic schools. Flynn (1993), in his 20 year seminal research work on the culture of Catholic schools, sets an agenda for Catholic education for the 1990's. This agenda names a framework for quality Catholic schooling comprising:

1. Preparation of young people as good Australian citizens contributing to the common good of the nation.
2. Rigorous religious education programs and the integration of faith into the life of the school.
3. The faith development of staff committed to excellence in teaching and learning.
4. Leadership and religious development of Principals.
5. Development of the religious beliefs, values and practice of students.

When the Archdiocesan priorities named in the system's strategic plan Reshaping our Catholic Schools for the 21st Century are put together with Flynn's (1993) agenda, the imperative for sound planning and courageous implementation is clear.

As system leadership and school Principals gain experience with processes which define strategic plans, and the benefits of integrating the outcomes of such plans with performance/appraisal processes become even more widely known and accepted, the Archdiocesan system of schools is increasingly focused on those issues of major concern to the community it serves.

The challenges facing the Archdiocesan school system into the next century will in part be addressed as a second major review of the SACS Board and CEO is initiated in 1994/95. This study will focus on:

1. A review of 1986-1995
2. Strategic planning for 1996-2005.

Appendix II outlines the major out comes sought from this review.

The implementation of the 1994/95 review recommendations will be instrumental in defining the priorities and directions for Catholic education in the Archdiocese of Sydney to 2005

Schools and their supporting system develop and share processes and understandings which shape the teaching and learning of young people and are appropriately responsive in a volatile social, economic and moral environment. Quality, development, accountability, goals, strategy and performance, together serve the needs of students, Church and society. The

challenge for Sydney CEO is to ensure that the mix of development and accountability processes remains relevant, practical, integrated, flexible, respon ive and focused on quality teaching and students' learning.

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Catholic School Enrolments December 1993

	Australia	NSW
1963	451 890	176 897
1973	491 775	186 690
1983	558 442	203 545
1993	598 896	216 591
Note:	Approx 19.4% of all students in Australia are in Catholic schools	Approx. 20.75% of all students in NSW are in Catholic schools.

Catholic Schools : Archdiocese of Sydney - December, 1993

	Primary	Secondary	Combined	Total
Systemic	114	38	4	156
Non-Systemic	1	8	9	18
TOTAL	115	46	13	174

Archdiocese of Sydney - Enrolments 1993

Systemic	62 238
Non-systemic	14 976
	---
	77 214

Principals in systemic schools - Archdiocese of Sydney (December, 1993)

	LAY		RELIGIOUS		TOTAL
	Male	Female	Male	Female	
Primary	19	69	3	23	114
Secondary	10	10	13	9	42
Sub Totals	29	79	16	32	
TOTAL	108		48		156

Teaching staff (FTE #) systemic schools - (February 1993)

	PRIMARY			SECONDARY		
	CEO Funded General	CEO Funded Special*	C'wealth Funded	CEO funded General	CEO Funded Special*	C'wealth Funded
TOTAL	1587.2	57.4	93.0	1794.5	33.4	20.6

\# Full-time equivalent
* ESL and other teachers for special needs - not including itinerant teachers or support staff

Ancillary staff (FTE #) systemic schools (February 1993)

Primary	139.4
Secondary	274.0
TOTAL	413.4

Catholic Education Office staff - (December, 1993)

TOTAL: 162 (Not including temporary and seconded positions)

The Major Outcomes of the Review : Review of 1986-1995

A Report on:

1. the impact of the Board's 1988 Vision Statement on
   (i) the operation of the Board
   (ii) the CEO
   (iii) the schools in the Archdiocese

2. the incorporation of the SACS Board priorities into the Archdiocesan strategic plan.

3. the effectiveness of the SACS Board and its 4 committees in providing leadership and direction for the Archdiocesan school system.

   3a. the appropriateness of the structure, role. functions and responsibilities of the SACS Board.[1]

4. the effectiveness of the CEO in the implementation of SACS Board decisions and in the delivery of a range of services to school.

   4a. the appropriateness for the structure, role, functions and responsibilities of the CEO.[1]

5. the congruence of the operation of the SACS Board/CEO with the published operational principles.

6. the quality of the financial management of the Archdiocesan school system.

Planning for 1996-2005

Development of:

1. a vision statement that emerged from a consultative process involving the stakeholders in Catholic education in the Archdiocese of Sydney.

2. a set of Archdiocesan educational priorities for 1996-2000 and for 2001-2005 to form the basis of a new strategic plan.

3. a statement of structure, role, functions and responsibility for the SACS Board.

4. a statement on CEO services to schools, structure, roles and responsibility including regionalisation and regional boundaries.

5. a statement of operational principles underpinning appropriate system leadership and management behaviours.

6. a statement on the future financial management of the Archdiocesan system.

7. a renewed confidence in the future of Catholic schooling and in the educational effectiveness of schools.

[1] Note: The reference for this aspect of the review is "Role and Functions of the Sydney Archdiocesan Catholic Schools Board (SACS) and the Catholic Education Office Sydney" (confirmed by the Archbishop of Sydney on 28 March, 1989).

Source: Office of the Director of Schools, November, 1993